

Public Examination into the Haringey Core Strategy June 2011

Indicative Matters and Issues for Examination

Hearing 6

Matter 11

Does the CS address adequately the provision of necessary infrastructure to support the delivery of the strategic objectives? Are the Core Strategy's monitoring targets justified adequately and of a level of detail that is appropriate?

- i. The Council considers that Factual Statement 5 – Monitoring provides a response to this question.

Issue 11.1

1. *Does the CS reflect the advice of PPS12 adequately in relation to monitoring and delivery of the plan objectives?*

- 1.1 Yes. The Core Strategy reflects adequately the advice in PPS 12 for monitoring and delivery of the plan objectives. Please refer to the Factual Statement 5 – Monitoring.
- 1.2 At the end of each chapter of the Core Strategy, there is a list of indicators to monitor the delivery of each strategic policy. The indicators have been specifically selected to address every policy as far as possible. 'Haringey's Monitoring Framework' sets out further detail on national, core and local indicators. The Framework will be the basis upon which the Core Strategy will be monitored and reviewed. All indicators and targets will be subject to periodic review through the Annual Monitoring process.
- 1.3 The monitoring framework is flexible and will be reviewed and amended to reflect the changes in performance management, monitoring guidance and the data collection responsibilities all of which are currently being reviewed, revised and streamlined at national, regional and local level. Where necessary, new indicators will be created and obsolete ones will be deleted to meet changing circumstances.
- 1.4 With the Inspectors' agreement, the Council proposes to include the following text to the Core Strategy "Monitoring and Review" on page 200.

Delete the first two sentences of paragraph 8.2.23 and replace with the following two paragraphs:

"Monitoring is a key component of the new planning system. PPS12 on Local Spatial Planning requires that Core Strategies must set out clear

arrangements for monitoring the effectiveness of policies in meeting plan objectives. Under the Town And Country Planning (Local Development Regulations) 2004, planning authorities are required to prepare an Annual Monitoring Report. LDFs need to be reviewed regularly to assess how well their policies and proposals are being implemented and to ensure that they are up to date. Monitoring provides the objective basis necessary for such reviews.

Throughout the earlier chapters, there is a list of indicators to monitor the delivery of each strategic policy. The indicators have been specifically selected to address every policy as far as possible. 'Haringey's Monitoring Framework' sets out further detail on national, core and local indicators. The Framework will be the basis upon which the Core Strategy will be monitored and reviewed. All indicators and targets will be subject to periodic review through the Annual Monitoring process".

Amend the last sentence of paragraph 8.2.23 to read:

"Each year the Council's AMR will:

Keep the list of bullet points but add one more to read:

"Monitor community infrastructure provision as set out in the Council's Infrastructure Delivery Plan".

Finally, insert two new paragraphs to read:

The process of annual monitoring will enable the Council to assess whether or not the objectives of the Core Strategy are being met. If it is found that objectives are not being met, and the Council has explored the identified risk and contingency plans, then the Council may seek an early review of the Core Strategy.

We have a commitment to monitor the amount of growth in Haringey and any potential impact on services. We will continue to work with our partners to ensure the critical infrastructure and services to support new growth are provided. The progress in delivery of infrastructure projects will be reviewed together with the Annual Monitoring Report. The Council will meet service providers regularly to keep under review the infrastructure needs and monitor the progress of infrastructure projects. The schedule and its update versions will also be considered as key evidence for future Development Plan Documents where the requirement for infrastructure, and priorities, would be reviewed in relation to the DPD it supports.

- 1.5 As explained in the Factual Statement 5 paragraphs 3.1 and 3.2, and with the Inspector's agreement, the Council proposes to include the following table to Appendix 2 (page 207) of the Core Strategy alongside the housing trajectory graph to provide further clarification.

Table X - Indicative Housing Supply Figures 2011/12 – 2025/26

0-5 years (2011/12 2015/16)	6-10 years (2016/17- 20/21)	11-15 years (2021/22- 2025/26)	Total (2011/12 2025/26)
4835	6005	2263	13103

- 1.6 As explained in the Factual Statement 5, paragraph 3.7 for clarity and ease of reference, and if the Inspector agrees; the Council will include a column to the CIP setting out linkages with the spatial policies. This is included as an Appendix 1 to Matter 11.
- 1.7 To provide further clarification and with the Inspector’s agreement, the Council is proposing to amend the title of the “*Key Infrastructure Programmes and Projects*” in Appendix 3 and replace it with “*Infrastructure Delivery Plan*”, and ensure that the title is amended wherever there is reference to it in the Core Strategy.

Issue 11.2

- 2. *Are the targets and monitoring proposed related adequately to the Policy objectives? What implications does the letter of Bob Neil MR Parliamentary Under Secretary of State dated 30 March 2011 to Chief Planning Officers have upon the monitoring intentions of the Borough Council?***
- 2.1 The Council considers the monitoring of its local plan policies an essential component of its plan-making responsibilities, and therefore will continue to prepare Annual Monitoring Reports. Further details are set out in the Factual Statement 5 – Monitoring. Also please see the proposed minor changes in paragraph 1.4 above.
- 2.2 Policy indicators will be included in the Council’s Annual Monitoring Reports (AMR). For the question on adequacy of targets related to the policy objectives, the Council considers that with further minor changes proposed for indicators under other Matters such as Matter 3 waste, the monitoring framework is adequately related to the policy objectives. Further details are set out in the Factual Statement 5 – Monitoring.

Issue 11.3

- 3. *Does the CS reflect adequately the advice of PPS4 Policy EC9?***
- 3.1 Yes, the Core Strategy does adequately reflect the advice of PPS4 Policy EC9. At the end of each chapter of the Core Strategy, there is a list of indicators to monitor the delivery of each strategic policy. The indicators

have been specifically selected to address every policy as far as possible. 'Haringey's Monitoring Framework' sets out further detail on national, core and local indicators. The Framework will be the basis upon which the Core Strategy will be monitored and reviewed. All indicators and targets will be subject to periodic review through the Annual Monitoring process.

- 3.2 The monitoring framework is flexible and will be reviewed and amended to reflect the changes in performance management, monitoring guidance and the data collection responsibilities all of which are currently being reviewed, revised and streamlined at national, regional and local level. Where necessary, new indicators will be created and obsolete ones will be deleted to meet changing circumstances.
- 3.3 Please also see the Council's Factual Statement 3 – PPS4 Compliance for more information.

Issue 11.4

4. *Is there adequate evidence to support the need for additional school capacity to serve Haringey Heartlands and Northumberland Park? Can the anticipated capacity be met? Has the anticipated joint paper on school places from Haringey and Enfield BCs been produced and what does it conclude?*

- 4.1 Yes, there is comprehensive and adequate evidence to support the stated need for additional school place capacity to serve Haringey Heartlands and Northumberland Park. An up-to-date analysis of demand for and supply of school places is provided by the Council's annual School Place Planning Report which is produced in July of each year. This report looks ten years ahead with updated projections and updates on school organisational developments. Integral to this monitoring are actual and projected birth rates which enable the Council to estimate with a high level of accuracy (within 1%) what the likely demand for reception places will be over the next 5 years and beyond (up to a maximum of 10 years). The birth and school roll projections are developed by the GLA's DMAG (Data Management and Analysis Group). The report also looks at completed and proposed major housing developments, with child yield estimates, where available, and GLA projections & comparisons against first place preference information.
- 4.2 The information contained in the School Place Planning Report 2010 and updated information that will appear in the School Place Planning Report 2011 (due July 2011) is the most up to date information available. The 2010 report concluded that there continues to be an upward trajectory in the demand for reception places, with demand expected to exceed supply as early as September 2011. This increasing demand is driven primarily by a rising birth rate and by the increasing popularity of our primary schools.

- 4.3 Recent school expansion in the west of the borough to cope with increasing demand has now meant that this part of the borough, at the current time, is broadly sufficient in school places. Therefore very broadly, the shortage of places is concentrated in the central and eastern parts of the borough.
- 4.4 For the purposes of school place planning, the borough is broken up into Planning Areas (PAs). These PAs correspond with ward boundaries, although some PAs contain more than one ward.
- 4.5 Haringey Heartlands falls within PA13. Pages 91 – 94 of the 2010 Report cover PA13. The birth rate and reception class projections within this PA indicate steady growth over the next ten years. Overall, demand for school places in this PA has increased since 2006 but remained steady between 2009 and 2010. The area is generally characterised by high mobility and has a high number of units of temporary accommodation. The biggest expected development in PA13 is the Heartlands development. This development is likely to yield approximately 811 children in total, totalling approximately 50 children per year group and requiring 2 additional forms of entry at primary level. This assumption is based on the provision of 1000 units and uses the housing mix set out in the Council's Housing SPD. If this mix is not used or if the number of units is lower or higher, then the child yield will fall or rise correspondingly. However, it can generally be concluded that additional primary capacity in the local area will be required.
- 4.6 Northumberland Park comprises PA10 for the purposes of school place planning. PA10 is covered by pages 267 – 272 of the School Place Planning Report. In summary, the projections for demand for primary places for Northumberland Park (PA10) show an upward trend. This area has a large number of temporary accommodation units and experiences variations in pupil mobility. The schools in this planning area are either very full or very close to capacity across all of their year groups. For September 2009 and 2010 there were no vacant reception places and overall demand for school places in this planning areas remains high.
- 4.7 The Council is also working with Enfield to understand the impact of all of the housing developments planned for the area and how this will affect the demand for school places. This work is ongoing and is updated annually. Even allowing for a delay in expected housing units from Tottenham Hotspur and from Meridian Water, the lack of spare reception capacity coupled with the rising birth rate in the area means that an increase in capacity will be required to meet anticipated demand.
- 4.8 To meet the rising demand in reception/ primary school places in these areas, in the short term (2011 and 2012) the Council is proposing the provision of additional places in 'bulge' classes. The longer term view (2013 onwards) is to provide additional places through permanent expansion or through Free School provision from external providers. The location of permanent expansions is still being determined and there will

need to be full consultation with the school(s) concerned followed by a statutory consultation where notices are published before a final decision is taken on whether a school is to be expanded.

- 4.9 For secondary schools, the July 2010 report concludes that the overall long term trend in demand is upwards, although in the short term, the Council is expecting some surplus capacity in part due to the smaller cohorts working their way through the upper key stage 2 year groups. There are currently no further plans to invest in secondary school places, as the BSF programme will have provided investment to sort capacity for the next 5 – 8 years. The Haringey Heartlands Secondary school first phase has been completed. For Tottenham Hale, an assessment will be carried out for a need for primary and secondary school capacity from 2016 onwards.
- 4.10 The Council has evaluated the entire school estate, and produced a shortlist of schools suitable for either bulge or permanent expansion (or both). This provision is expected to take the form of both 'bulge' classes (up to 2012) and permanent expansions (from 2013). The Council will continue to monitor how best to meet the demand for school places across the borough. They will also be mindful of the provision arising from the Academies Act 2010 to allow external providers to provide Free Schools where their proposals meet the requirements of the Department of Education (DfE). Where Free School provision is approved by the DfE, the Council will respond by adjusting their planned additional provision accordingly so that schools are not left vulnerable financially as a result of rolls that are less than full.

Has the anticipated joint paper on school places from Haringey and Enfield BCs been produced and what does it conclude?

- 4.11 A joint paper by Haringey and Enfield was produced in draft form in 2009. As the paper was produced in 2009, both authorities have moved on in terms of place planning since the paper was drafted. Enfield and Haringey meet quarterly as part of an Inter-authority meeting (Enfield and Barnet also form part of the group) to discuss school place planning and, as a result, Haringey is up-to-date on cross borough school place planning issues. Haringey is aware of the pressure for school places around Northumberland ward, and is also aware that Enfield is also experiencing high demand and low surplus capacity in that part of their borough that abuts with Haringey's Northumberland Park ward. As detailed earlier in this paper, Haringey is seeking to provide additional capacity in the form of bulge classes in three or four locations across the borough for September 2011 Reception level entry. In the longer term Haringey is looking to provide several permanent expansions to meet demand. The location of these permanent expansions is still being determined and there will need to be full consultation with the school(s) concerned followed by a statutory consultation where notices are published before a final decision is taken on whether a school is to be expanded. Enfield is also taking a proactive approach on their side of the borough boundary to ensure that they meet

their statutory responsibility to be able to offer all of their residents of school age a school place.

Issues 5.1

5. *Is there sufficient clarity regarding how, when and where infrastructure will be provided (and by whom)?*

5.1 The Key Infrastructure Programme and Projects infrastructure schedule in Appendix 3 on page 2011-2016 sets out the key infrastructure projects. The schedule in Appendix 3 includes information on who will deliver how and when as much as possible over the Plan period and the anticipated timing and phasing of projects as much as feasible. These are based on assessment of variety of factors, including when the development envisaged by the Core Strategy takes place, the availability of funding and the timing of major investment. Risks and contingency associated with timing and funding of projects are also identified. Where relevant, the key infrastructure needs for key growth areas such as Tottenham Hale and Haringey Heartlands are identified.

5.2 To provide further clarification, with the Inspector's agreement, the Council is proposing to replace paragraph 8.2.8 with the following text:

"The Council has developed an Infrastructure Delivery Plan schedule attached at Appendix 3, which sets out the infrastructure and services that are needed to deliver the Core Strategy as well as other Local Development Framework documents. The schedule sets out who is responsible for delivery, funding and timescales, where these are known. It also includes a contingency plan where possible, should the amount of growth and locations in the borough vary, or if funding is not secured. The schedule also indicates how the identified infrastructure is linked to strategic policies.

While this list is detailed, it is not exhaustive of all infrastructure likely to be needed in the borough in the period covered by the Core Strategy. Other items may be required, as appropriate, in response to new development in the borough or new issues emerging. In many cases, the confirmation of funding for infrastructure is limited to the short term. However, details of medium to long term infrastructure priorities even where funding has not yet been confirmed are still necessary to include. To ensure that funding arrangements are fully identified and the proposed infrastructure to support growth are implemented in a timely fashion, the Council has identified a network of service providers to meet regularly to monitor the progress and keep under review the infrastructure need and delivery of identified projects. To ensure infrastructure delivery meets Core Strategy growth requirements and to accommodate any changes to the national and regional framework, this project list will be reviewed regularly".

- 5.3 If the Inspector agrees, the Council will include the most up to date information on infrastructure in Appendix 3 to reflect the outcomes of the review by the Council so far especially the impact of public spending review, and the council's intention to introduce CIL.

Issue 6.1

6. *Are policing/rescue service (fire) requirements addressed adequately by the CS and the CIP?*

- 6.1 During the course of Community Infrastructure study, the Council met with borough commanders or their representatives for emergency services, and also discussed the relevant business plans and asset planning documents for these services where available. The outcomes of these activities are reported in the Community Infrastructure Study. Infrastructure needs identified are indicated in the Infrastructure project Table in Appendix 3 of the Core Strategy.
- 6.2 Regarding the Metropolitan Police Authority (MET), it is reported in the Community Infrastructure study that existing patrol facilities in Haringey is considered to be in inadequate, and expensive to maintain (CI study page paragraph 9.9 at page 76). Draft Assets Plan by the Metropolitan Police Authority fro Haringey (2007) indicated that the Patrol base will be considered as part of the proposed development of the Wood Green Custody Centre.
- 6.3 As a more recent development, the MET is consulting with public on revised plans for the Wood Green Custody centre. The patrol base element is no longer the part of this revised proposed scheme. The planning application for the Wood Green custody centre is expected soon.
- 6.4 There is a Patrol base in Western Road N22 place with a temporary planning permission until 2012). This is within the Haringey Heartlands growth area, and the Council will be keen to see that the land is used efficiently.
- 6.5 The Council understand that there is a new Metropolitan Police Estate Strategy 2010-2014 for London and this strategic plan will be detailed further for individual borough needs. This information is not yet available.
- 6.6 The Council will work with the Police Authority to ensure that patrol car base need in Haringey is sufficiently catered for. The Sites Allocations DPD would be one of the suitable vehicles to assess this need. As stated in our Monitoring Topic paper, the Council is in the process of updating the community Infrastructure study, and following update meetings with Council services and Health bodies, the Council will be arranging a meeting with emergency services in Haringey.

Issue 11.7

7. How will the Community Infrastructure Levy be managed within the Borough and what implications does it have for the delivery of the Core Strategy?

- 7.1 The Council is currently working towards introducing a Community Infrastructure Levy (CIL) and aim to prepare a CIL charging schedule by early 2013. The CIL is considered to be a key component of delivery of Core Strategy strategic policies and infrastructure projects. We have worked closely with our strategic partners and other service providers when we carried out the Community Infrastructure study. CIL will be as wide as possible to encompass physical, social and green infrastructure in line with Appendix 3 of the Core Strategy. It should be noted that while this list is detailed, it is not exhaustive of all infrastructure likely to be needed in the Borough in the period covered by this Core Strategy. Other items may be required, as appropriate, in response to new challenges emerging or new developments such as windfall sites.
- 7.2 In setting its rates, the council will take into account various factors, including the potential effect of CIL upon the economic viability of development. The CIL tariff development will be subject to viability test.
- 7.3 The Mayor for London has recently consulted on the Mayoral CIL for Cross-Rail. When adopted, the Council will also take into account the impact of Mayoral CIL levels, especially the impact on viability.
- 7.4 The Planning service has already taken a discussion paper to various Council working groups and programme boards on the introduction of CIL. We are considering governance, administrative and monitoring structures that the Council needs to have in place to charge, collect and monitor CIL. Establishing an Infrastructure Board is one of the options that will be considered. The Council monitors the Section 106 negotiations and agreements, and the outcomes are reported in the Annual Monitoring Report. The Council will develop a CIL monitoring system based on our existing good practice. The S106 outcomes are also reported to the Scrutiny Committee. The progress on infrastructure projects can also be reported in the future to the area assemblies under Haringey's proposed new governance structures.
- 7.5 As explained in the Core Strategy paragraph 8.2.8 (page 196), the Council will meet service providers regularly to monitor the progress of infrastructure projects and keep under review the infrastructure needs.
- 7.6 With the Inspector's agreement, the Council is proposing to amend the text on page 198 and 199 to provide an update on the Community Infrastructure Levy.

Add the following text before the first sentence in paragraph 8.2.12:

“The Council will expect developers to contribute to the reasonable costs of new infrastructure made necessary by their development proposals through the use of planning obligations and its replacements such as the community infrastructure levy”.

Replace paragraph 8.2.17 with the following text:

Community Infrastructure Levy

Community Infrastructure Levy (CIL) regulations which came into force in April 2010 is a proposed new tariff which the London Borough of Haringey intends to use to charge on most forms of new development. The planning obligations under Section 106 will be scaled back from 2014 onwards only to be used for mitigation of impacts which arise directly from the proposed development. Affordable housing obligations will still be covered by Section 106.

The Council is currently working towards introducing a CIL rate and aim to prepare a Community Infrastructure Levy charging schedule by 2013. CIL will be closely linked to the infrastructure provision as set out in Appendix 3 of the Core Strategy.

In setting its rates, the Council will take into account various factors, including the potential effect of CIL upon the economic viability of development. The Mayor for London has recently consulted on the Mayoral CIL for Cross-Rail. When adopted, the Council will also take into account the Mayoral CIL levels. .

The Council monitors the Section 106 negotiations and agreements, and the outcomes are reported in the Annual Monitoring Report. The Council will develop a CIL monitoring system. As explained in the Core Strategy paragraph 8.2.8 (page 196), the Council will also meet service providers regularly to monitor the progress of infrastructure projects, keep under review the infrastructure needs. The Council will also ensure that a process and timetable for delivery of infrastructure remains in place and that contributions are monitored and distributed as developments are implemented.

- 7.7 If the Inspector agrees, the infrastructure schedule will be updated to make reference to the CIL where it is relevant and replace S106 funding potential with a charging tariff.

Issue 11.8

8. ***Impact of spending review and reduction in public expenditure? How has reduction in govt expenditure been reflected within the CS?***

- 8.1 Risks and contingencies are taken into account as much as possible in the infrastructure schedule in Appendix 3. Paragraph 9.3.5 on page 209 elaborates the risks and contingencies. The Council has started to review the progress of infrastructure delivery. The Core Strategy Submission draft was published before the national elections in May. Therefore the review is also taking into account the recent changes to public spending limitations for the council and service providers. Some of the challenges that service providers face are substantial, and may lead to new models for service provision. The local government and public expenditure is a constantly changing and challenging environment.
- 8.2 The Core Strategy is a long term plan that the Council will have to keep under review to take account of changes to numerous different factors- the availability of public funding is one of those areas. The Council and its partners will work together to keep the growth trends and the corresponding infrastructure needs under review, and utilise the monitoring of outcomes in shaping the future services in Haringey.